



ANNUAL PERFORMANCE PLAN FISCAL YEAR 2000

U.S. Immigration and Naturalization Service

February 1999

FY 2000 Annual Performance Plan

INTRODUCTION

The Immigration and Naturalization Service (INS) provides for the lawful entry of persons and assists those eligible persons who wish to become citizens. At the same time, the INS deters illegal immigration by controlling our borders and apprehending and removing those who violate our immigration laws.

The Immigration and Naturalization Service is proposing a FY 2000 Performance Plan that is attainable within the requested level of resources and with demonstrable results. The FY 2000 Plan means and strategies are developed based upon input from INS' Headquarters and Field managers and other INS stakeholders obtained over the last several years. The INS FY 2000 Performance Plan reflects the Immigration and Management Goals of the Department of Justice (DOJ) Strategic Plan 1997-2002, which was developed with thorough consultation with Congress. The INS Performance Plan meets the Federal Government's obligation to manage the immigration system and laws, and attends to the needs of the various customers served and impacted by the operations of the INS.

OVERVIEW OF INS' FY 2000 PERFORMANCE PLAN

The Immigration and Naturalization Service's (INS) Annual Performance Plan for FY 2000 identifies the key program activities that will be undertaken in support of the DOJ Strategic Plan and INS' strategic planning efforts. The focus of the annual plan is on the accomplishment of the strategic goals and objectives outlined in these plans through activities funded out of the INS FY 2000 budget request. These major goals include:

- Enhancing the Integrity and Integration of Immigration Data and Data Systems
- Delivering Immigration Services to the Public in a Timely, Consistent, Fair, and High Quality Manner
- Securing the Land Borders, Ports-of-Entry, and Coasts of the U.S. Against Illegal Migration
- Facilitating Lawful Travel and Commerce across the Borders of the U.S.
- Maximizing Deterrence to Unlawful Migration and Enforcing Immigration Laws in the Interior of the U.S.
- Improve INS' involvement with communities and community-focused groups in the development and implementation of immigration-related policies, practices, and operations.
- Ensuring a motivated and diverse INS workforce that is well trained and empowered to do its job.

The INS' overall program activities with appropriate summary-level performance indicators are delineated below within the context of the Immigration and Management core function goals established in the DOJ Plan. More detailed information on FY 2000 program activities are provided in the accompanying budget documentation.

VERIFICATION AND VALIDATION OF DATA

Improvements in data reliability and accuracy have been explicit priorities of the Service for several years. Beginning in 1997, each of the INS priorities had a data integrity component and, beginning in 1998, “Data Integrity and Integration” has been consolidated under one priority. The 1998 priority states that INS will improve data integrity by focusing on current and future data collection, processing and reporting activities in order to increase efficiency, consistency, accuracy, and timeliness of data availability. Efforts will be concentrated on ensuring appropriate data reporting for fiscal year 1998 and fiscal year 1999, and pursuing efforts required to maximize effectiveness and efficiency in complying with Results Act performance management requirements and for satisfying other long-term data needs. Areas to be addressed include: Technology Deployment and Support, System Utilization and Effectiveness, Financial Systems Modernization and Integrity, Records Modernization and Integrity, and Information Effectiveness.

MEASUREMENT AND EVALUATION

The INS Performance Plan recognizes the important complementary role for performance measurement and program evaluation. Consistent with GPRA guidance, INS’ program evaluation component will directly link program activities, strategies, and results achieved with future resource requests and provide sound information for the formulation of immigration policy as well as strategic directions within INS. Evaluation of INS programs is critical to identify and overcome weaknesses before programs are more widely implemented and to build upon and expand those initiatives that work well as the agency grows and is the subject of continued public scrutiny. Among programs where evaluation is critical to determine program effectiveness are border control, automated exit-entry control, immigrant sponsorship, parole, and pilot programs on employment eligibility verification, new immigrant public charge bonding, the regulation of foreign students, and port of entry facilitation and effectiveness.

INS will initiate evaluations of new and pilot programs, including those mandated by the Illegal Immigration Reform and Immigrant Responsibility Act (IIRIRA), and to expand its evaluation of the several employment verification pilot programs mandated by Congress.

INS will embark on an initiative to gather all information together which provides insight into the extent of emigration from the United States. This evaluation, in addition with the automated entry-exit control initiative, will explore a range of data sources including administrative records from several agencies and foreign governments and a supplement to the Census Current Population Survey. This information is critical to evaluating the dynamics of immigration, estimating the illegal immigrant population, and for projecting future INS workload in all areas.

In addition to the types of program evaluations mentioned above, INS planners will utilize the resources and evaluation results available from the Office of Internal Audit (OIA). OIA conducts functional reviews, as well as the comprehensive, top-to-bottom evaluations of District Offices, Sector Headquarters, and Service Processing Centers operations under the auspices of

the INS Program for Excellence and Comprehensive Tracking (INSPECT). These reviews help us frame improvements and goals for our annual and strategic outcomes now and in the years to come. Justice Department Office of Inspector General audits and inspections, as well as General Accounting Office reports are other resources are useful for planning purposes.

LINKING PERFORMANCE GOALS TO RESPONSIBLE ORGANIZATIONAL COMPONENTS

INS has aligned its annual performance goals with the responsible organizational components. The Service-wide annual performance goals will be disaggregated to the INS regional office level, and the INS Regional Directors will disaggregate the regional targets into targets for District Offices and Border Patrol Sectors. This will result in detailed performance goals at the local level that will guide the day-to-day activities of agency staff.

CROSSCUTTING GOALS AND INDICATORS

Crosscutting performance goals and measures are under development with our partner agencies in such areas as border enforcement and facilitation, joint customer satisfaction surveys, anti-drug and anti-crime task forces, and other special operations.

DATA AND DATA SYSTEMS INTEGRITY

Enhance the integrity and integration of data and data systems operated by the INS in order to: establish fully integrated data systems supporting the enforcement and service functions of the INS; enhance the sharing of relevant data with other Federal agencies; and to support INS management and decision-making processes.

DATA AND DATA SYSTEMS INTEGRITY MEANS AND STRATEGIES:

In FY 2000, INS will continue to improve data management and related systems support to ensure that mission-critical information is provided to the Service's employees, its partner agencies, and its customers in a timely and useful manner. INS will continue to develop and deploy mission-critical automated systems and will ensure that deployed systems and equipment are fully operational and are being used consistently and effectively Service-wide. INS will continue progress toward modernization of its records system to provide faster and more reliable access to alien-based information in electronic databases and physical files. INS will also continue systematic review and evaluation of data collection and reporting requirements to ensure that data elements collected are accurate, timely, and appropriate for managing Service operations. In all areas where information technology is used, INS will continue to review and assess the integration of data systems with operational processes to identify opportunities for improvements in efficiency and effectiveness.

1. Technology Deployment and Support

In FY 2000, INS will continue to deploy and support technology used in its operations. Deployment of basic CLAIMS 4.0 for naturalization processing will be completed, and limited additional deployment of ENFORCE (and its subsystems) and IDENT will occur to support INS operations. INS will ensure that the deployed technology can be used effectively by providing technical support and ongoing training. INS will complete deployment of its technology infrastructure so as to establish integrated sets of office automation hardware, software and LAN configurations to support INS strategic goals for systems and application development, but will not refresh the technology so as to maintain standardization of its configurations.

2. System Utilization and Effectiveness

INS invests in automated systems to enhance its ability to carry out its mission. In FY 2000, INS will maintain performance goals for utilization of deployed systems to motivate INS managers and employees to address and resolve problems and issues that arise as new technology is integrated into daily operations. In addition, INS will improve efficiency and effectiveness of operations by monitoring and analyzing impact of mission-critical and interagency systems, and by taking needed action to enhance automated systems and the processes that they support.

3. Financial Systems Modernization and Integrity

In FY 2000, INS will provide the basis for improved financial decision making and for obtaining an unqualified opinion on the audit of financial statements by resolving weakness in financial control procedures. Conditions to be corrected include: reconciliation of fund balance with

Treasury, accounting for and recording fixed assets (capitalized property), accounting for accounts receivable, and accounting for and recording accounts payable.

However, a fully operational FFMS is required for correcting the conditions identified. New interfaces to INS new financial system (FFMS) will be delayed. Lack of these enhancements and interfaces should not prevent INS from receiving its unqualified opinion, but will make related financial processes less efficient.

4. Records Modernization and Integrity

In FY 2000, INS will make substantial progress in Records Modernization to improve timeliness and reliability of alien-based information needed by all INS operational units and other Records customers. Records Modernization will change the way in which the INS manages its paper records and electronic information by (1) establishing greater control over INS paper records and improving accountability for maintenance of these records; (2) improving the integrity of the data maintained in both the paper files and databases; (3) improving user confidence in the accuracy and completeness of the data; and (4) restructuring the national records program to reduce user dependence upon the physical transfer of paper files. The primary results of the program will be faster access to physical files when they are truly necessary and greater use of alternative methods to obtain information such as from electronic databases or imaging with enhanced workstations.

Note: The Records Modernization program is heavily dependent on the establishment of a National Records Center (NRC) in FY 1999. Centralization will allow INS to perform a complete review of all A-files and begin a lengthy clean-up and reconciliation process, in addition to substantially reducing the number of files that cannot be located.

5. Information Effectiveness

INS will continue to take actions to ensure that information in INS' databases is accurate, timely, and appropriate for managing, monitoring, and reporting on Service operations, and for providing needed data for meeting information dissemination and formal external reporting activities. These actions include not only continuing improvement of manual and automated processes, but also taking advantage of opportunities for integration and automatic sharing of data across systems and agencies.

DATA AND DATA SYSTEMS INTEGRITY PERFORMANCE GOALS:

In FY 2000, INS will effectively use technology to support its operations through:

- Deployment of basic CLAIMS 4.0 Naturalization Module at remaining 24 sites
- Deployment of ENFORCE/IDENT at 20 additional sites.
- Maintenance of a 1:133 Ratio of Support Personnel to Users.
- Provision of 10,000 hardware/software "seats" for training. This will include training for both office automation and national application systems.
- Maintaining the percent of INS end users that rate Help Desk support 'good' or 'very good' at 60%

In FY 2000, INS will use technology to improve the effectiveness of its operations. This will be achieved by:

- Maintaining a 88% utilization of IDENT and 85% utilization of ENFORCE at sites where deployed.
- Identifying and analyzing impacts of information in ENFORCE and IDENT databases (Results to be reported).
- Maintaining IBIS utilization rate at 95% of primary inspections at airports.
- Increasing IBIS utilization rate to 10% of pedestrian primary inspections at land Ports-of-Entry.
- Identifying and analyzing impacts of IBIS and DataShare use (Results to be reported).
- Complete processing under CLAIMS 4.0 of all new naturalization applications.

In FY 2000, INS will provide the basis for improved financial decision making by achieving:

- An unqualified opinion on financial statements produced for FY 2000 by resolving audit recommendations.

In FY 2000, INS will improve timeliness and reliability of alien-based information through faster transfers of physical files, and more extensive use of alternative access methods such as use of electronic databases or through enhanced workstations.

- Reduction in time to transfer physical files (TBD)
- Increase in the proportion of information access that is done through other than hard copy (TBD)
- Increased reliability of the Central Index System in terms of records reconciled with physical files (TBD)

In FY 2000, INS will improve accuracy, timeliness, and relevance of information in INS databases through:

- Improvement in data quality in terms of accuracy, timeliness, and usefulness (Results to be reported based on findings).
- Increased user satisfaction with mission-critical data and reports. (Improvements to be reported based on user feedback)

DATA AND DATA SYSTEMS INTEGRITY PERFORMANCE INDICATORS:

Number of sites with ENFORCE/IDENT installed

Ratio of ADP support personnel to users

Number of training incidents

Percent of end users who rate help desk support as 'good' or 'very good.'

Percent utilization of ENFORCE and IDENT

Impacts from ENFORCE/IDENT database (Report)

Percent of IBIS queries for primary inspections at air POEs

Percent of IBIS queries for primary pedestrian inspections at land POEs

Impacts from IBIS and DataShare use (Report)

Percent of new naturalization cases processed entirely through Claims 4.0

Unqualified opinion on financial statements produced for FY 2000

Average time for physical files to be accessed

Number of files accessed by other than hard copy

Percent of records in CIS certified as “reconciled” with physical file
Improvement in data quality (Report)
User satisfaction with mission-critical data and reports (Report)

IMMIGRATION SERVICES

Deliver services to the public in a timely, consistent, fair, and high quality manner.

IMMIGRATION SERVICES MEANS AND STRATEGIES:

The INS will continue re-engineering efforts aimed at delivering services that are timely, consistent, fair, and of high quality, with continued emphasis on ensuring the integrity of applications for immigration benefits. "Lessons learned" from Naturalization process re-engineering in FY 1997-99 will be shared and continue to be incorporated into all applications processes. Major enhancements, begun in previous years, to automate processes and improve automated systems supporting applications processing such as fingerprinting, telephone-based information services, and forms distribution for customers, will continue. The INS will continue to increase customer satisfaction with its services programs. The Asylum Program anticipates the elimination of the backlog by the end of FY 2006, given current staffing and resource levels, and a successful partnership formulating Nicaraguan Adjustments and Central American Relief Act (NACARA) procedures.

INS will continue the standardization and integration of its procedures for determining aliens' eligibility for temporary residence, permanent residence and naturalization. The automation of the supporting information systems will continue. INS will continue to make major improvements to the system for verifying aliens immigration status.

STRATEGIES:

1. INS will continue the standardization and integration of its eligibility determination procedures by:
 - INS will continue to implement re-engineered processes in naturalizations and adjustment of status, if funding is available.
 - INS will continue to implement standardization initiatives concerning application processing times, forms delivery, quality assurance and adjudication procedures.
 - INS will continue deployment of automated case processing support systems for all major applications, drawing on a common electronic database for all transactions with each alien.
 - INS will continue deployment of automated support systems for fingerprinting and other external record checks, and for providing information checks to customers.
 - INS will maximize the manufacturing of the new generation of INS cards within the framework of the existing investment made to acquire 5 production platforms.

2. INS will maintain processing standards for new Asylum cases and reduce the backlog.
3. In FY 2000, INS will increase the effectiveness of benefit fraud investigations by developing new analytic mechanisms, and linking them to other Service strategic targets.
4. In FY 2000, INS will increase its responsiveness to our external customers by:
 - INS will continue incorporating regular measurements of customer service into all benefits programs and information efforts, and regularly publish results.
 - INS will continue developing a comprehensive plan for customer information utilizing a wide range of current and new communication methods, organized through a specific functional structure national, regional and local levels.
5. In FY 2000, INS will expand its automated system for secondary verification of alien status, to include authorized Federal and State agency users.

PERFORMANCE GOALS:

1. In FY 2000, INS will continue to maintain processing standards for new Asylum reform case work by completing 75% of referrals within 60 days and will reduce remaining backlog cases by 15 percent.
2. In FY 2000, INS will continue re-engineering efforts aimed at delivering and ensuring the integrity of services that are timely, consistent, fair, and of high quality, especially in the area of adjustment of status case work.
3. In FY 2000, INS will maintain fingerprint processing (from capture through receipt of FBI determination) by reducing the processing time to 1 week, and decreasing the rejection rate to 3 percent.
4. In FY 2000, INS will implement customer-oriented business practices by centralizing forms delivery in order to respond to 100 percent of requests for forms within 3 days and by continuing to expand the national phone center.
5. In FY 2000, INS will improve employment verification services by expanding the availability, timeliness, and effectiveness of verification services to an additional 500 users.
6. In FY 2000, INS will increase customer satisfaction with the Freedom of Information Act (FOIA/PA) program by reducing the number of backlog cases (over 20 days) to 1, 867 (per DOJ).

Performance Indicators:

- Processing time for Asylum applications/applicants:
 - New reform cases -- case completion processing time
 - Number of backlog cases
 - Expedited removal cases -- case completion processing time
- Number of cases completed:
 - Naturalization
 - Adjustment of status
- Average prospective case processing times for applicants:
 - Naturalization
 - Adjustment of status
- Quality improvements in naturalizations
- Live-scan fingerprint equipment and automated processing:
 - Processing time for fingerprints (from capture through receipt of FBI determination)
 - Rejection rates
- Customer Service initiatives:
 - National Customer Service Center
- Centralized Forms Requests:
 - Average time to provide forms
- INS Internet improvements:
 - Number of user sessions
- Improvements to Alien Status Verification Services:
 - Availability and timeliness of Status Verification services
 - Number of employers participating in pilot programs
 - Percentage of non-automated employment authorizations
- Freedom of Information Act (FOIA/PA):
 - Average time to respond to requests
 - Number of backlog cases completed
- Integrated Card Production System (ICPS):
 - Number of cards produced
 - Card production processing times

Border Enforcement

Secure the land borders, Ports-of-Entry, and coasts of the United States against illegal migration through effective use of technology and personnel resources focused on enhancing the deterrence to entry and apprehending and removing those who attempt to or illegally enter.

BORDER ENFORCEMENT MEANS AND STRATEGIES:

As anticipated, the Border Patrol is experiencing the movement of concentrated illegal alien traffic to areas that have not benefited fully from the strategic deployment of resources. The Border Patrol will continue with its strategic plan in FY 2000 to impact additional areas of Texas, New Mexico, California and Arizona while maintaining its current control on the areas already impacted and moving from East to West in South Texas and from West to East in California and Arizona. New Border Patrol Agent positions deployed nationwide in FY 1999, with concentration on the Southwest Border, will increase the border control hours in FY 2000 and will contribute towards improving the level of operational effectiveness and deterrence. Additional impact on the operational effectiveness and deterrence level within identified zones can be achieved by the continued systematic deployment of technology and other resources that directly support enforcement operations. Through fully trained staff dedicated to intelligence activities and appropriate use of technology, the INS will optimize intelligence collection, collation, analysis, dissemination, storage, and retrieval. The INS will establish and reinforce mechanisms to recognize and communicate conditions affecting immigration trends and counter-terrorism initiatives. INS will also engage in the interception and repatriation of mala fide travelers and offshore migrants en route to the United States.

During FY 2000, the INS will continue to design, engineer, integrate, install, and optimize digital, encrypted, narrowband, interoperable wireless communications systems to support the INS' operational requirements. In addition, the INS will continue to provide operations and maintenance (O&M) support to maintain the existing INS wireless communications systems. The INS plans to deploy Encrypted Voice Radio Program (EVRP) systems in several Sectors and Districts. The service will continue to link remote video surveillance cameras (RVS) with triggering ground sensors and centralized Integrated Computer-Aided Detection controllers (ICAD) into the Integrated Surveillance Intelligence System (ISIS). INS will fund night vision devices to support border operations.

Border Enforcement Performance Goals:

In FY 2000, INS will improve its effectiveness in deterring illegal entry and apprehending illegal entrants. The Ports of Entry will improve the Inspections Travelers Examination (INTEX) rates by an amount to be determined from the FY 1998 pilot and the rates evident in FY 1999; through our Overseas Operations, increase mala fide traveler and offshore migrant interceptions en route to the United States through greater intelligence sharing (+1%), increase number of

investigations completed (+5%), continue offshore prosecutions assisted by INS personnel and supported by fraudulent document detection and mala fide traveler profiling training (+ 1%) .

In FY 2000, INS will continue implementing the Border Patrol Strategic Plan, maintaining control in areas where deterrence strategies have been successfully implemented and increasing the flexibility to respond to new areas of concern by using resources and effectiveness models to assist managers in simulating alternatives to achieve operational effectiveness; evaluating operational efforts and results to determine the best combination of resources.

INS will conduct a zone by zone assessment that will analyze enforcement effectiveness by determining the ratio of aliens apprehended to the number of illegal entries attempted. The objective of continuing to apply increased levels of Border Patrol resources is to increase the level of effectiveness in rural and more desolate areas and increase the level of deterrence in urban areas within identified zones of the Southwest Border. FY1999 levels of operational effectiveness and deterrence within identified zones will be used as the baseline to determine the level of improvement for FY2000. A 10% (percentage may change based on FY1999 activity) increase in the level of operational effectiveness (and the level of deterrence) within identified zones can be achieved in FY2000, if attempted entries remain nearly constant.

In FY 2000, INS activities will have an impact on crime rates in U.S. cities located near the border. The INS will analyze crime rates as received from Law Enforcement Agencies as an indicator of impact within the targeted cities.

In FY 2000, INS will continue to employ a dynamic and aggressive intelligence-training program. The INS Intelligence program will continue the establishment of liaison functions with other agencies and services. Headquarters Intelligence will work in concert with the national Intelligence Community and other federal law enforcement agencies to leverage and share intelligence information. Survey instruments will be employed to improve intelligence support.

Border Enforcement Performance Indicators:

- Effectiveness to apprehend and deter persons attempting illegal entry
 - Inspections Travelers Examination (INTEX) rates to measure enforcement effectiveness at the land and air POEs
 - Deter Illegal Immigration
 - Number of mala fide traveler and offshore migrant interceptions en route to the U. S. through greater intelligence sharing
 - Investigations completed (smuggling, benefit fraud, and auxiliary investigations)
 - Strengthen Capabilities of Host and Transit Countries to Combat Illegal Migration
 - Offshore prosecutions assisted by INS personnel and supported by fraudulent document detection and mala fide traveler profiling training

- Implementing border control strategies
 - Level of operational effectiveness within identified zones on the Southwest Border (10% increase based on the level of effectiveness for FY1999)
 - Drug seizures prior to and after deterrent operations. (*in specifically defined “zones” of deterrent operations*)
- Impact on crime rates in U.S. cities located near the border
(*Crime rates will indicate impact on target cities along the southwest border*)
- Maximize effectiveness through use of intelligence
 - Survey instruments to improve intelligence products and services.

BORDER FACILITATION

Facilitate lawful travel and commerce across the borders of the United States.

BORDER FACILITATION MEANS AND STRATEGIES:

In FY 2000, INS will improve the facilitation of lawful traffic and commerce by increasing the use of approaches for sorting passengers and vehicles into high- and low-risk categories and by increased use of automation and technologies, such as dedicated commuter lanes and accelerated passenger lanes, to expedite pre-enrolled travelers. INS will also improve traveler facilitation by expanding staff to new Ports-of-Entry and expanding the hours of operation at some northern land and sea border ports through the use of remote video and videophone inspection equipment. INS distribution of Immigration Inspectors in FY 2000 will focus on traffic management at land and air Ports-of-Entry by staffing inbound lanes to minimize traffic congestion and delays.

BORDER FACILITATION PERFORMANCE GOALS:

1. In FY 2000, INS will maintain waiting times at airports and land Ports-of-Entry (POEs). The target is to clear 72 percent of commercial air flights through primary inspection in 30 minutes or less, and have land border wait times less than 20 minutes 80 percent of the time.
2. In FY 2000, INS will baseline the percent of travelers inspected by automated systems at airports equipped with automated facilitation technologies (INSPASS/SENTRI)
3. In FY 2000, INS will facilitate lawful travel and commerce across the borders of the United States by maintaining the customer satisfaction rates relative to wait times at 90.2 percent for travelers at air POEs and 76.9 percent for land border crossers; by maintaining the percentage of Inspectors rated as "professional" and "courteous" at airports and land borders at 92.5 and 94.0 percent respectively; and by improving INS Inspector job satisfaction rates by a rate to be determined once the baseline has been established.

BORDER FACILITATION PERFORMANCE INDICATORS:

- Waiting times at Ports-of-Entry (POEs) land borders and airports
Percent of commercial air flights to clear primary inspection in 30 minutes or less
Percent of time land border wait times did not exceed 20 minutes

- Percent of travelers inspected by automated systems at airports equipped with automated facilitation technologies (INSPASS/SENTRI)
- Facilitate lawful travel and commerce across the borders of the United States
 - Travelers' satisfaction with wait times at air and land POEs
 - Travelers satisfaction with the professionalism and courtesy of Inspectors

INTERIOR ENFORCEMENT

Maximize deterrence to unlawful migration and enforce immigration laws in the interior of the U.S. through effective and coordinated use of resources to reduce the incentives of unauthorized employment and assistance, remove deportable/inadmissible aliens expeditiously, address interior smuggling and fraud, and through increasing inter-governmental cooperation and integration of activities between law enforcement entities at all levels of government.

INTERIOR ENFORCEMENT MEANS AND STRATEGIES:

In FY 2000, INS will continue to implement an enforcement strategy adopted in FY 1999. This strategy will call for increased cross-component and cross-regional planning and action, concentrating on the critical common goal, which is the prompt removal of high-priority categories of illegal aliens. INS will also focus on deterrence of unauthorized migration and minimization of harm to public safety and national security by aliens. Effort will focus on breaking up the support structure for large-scale illegal migration, including smuggling groups, organized immigration benefit and document fraud, employers who knowingly hire unauthorized workers, and alien-related criminal organizations. INS will also continue to develop stronger working relationships with other federal, State and local law enforcement agencies.

In FY 2000, INS will continue to increase the number of final order removals and deter reentry. INS will continue to place emphasis on the removal of deportable criminal aliens and the efficiency and effectiveness of the Institutional Removal Program, which includes institutional hearing and county jail programs.

To efficiently manage its detention facilities and transportation functions to support removals, INS will continue implementation of a national computerized support system for major detention sites, and will seek to make appropriate use of the capacities of other Justice Department agencies. INS will continue to manage the quantity and quality of available detention space, including juvenile space. To comply with custody mandates and accommodate the stay of removals of Central Americans, INS will monitor the usage rate or occupancy of available bedspace and the proportion of aliens in custody that are criminal aliens and require additional Justice prisoner and Alien Transportation System (JPATS) movements.

In FY 2000, INS will continue to use prior year resources to pursue and remove aliens receiving final orders by focusing on high-priority cases. INS will target its efforts to include implementing revised detention procedures for aliens with final orders, increasing use of the National Crime Information Center (NCIC), and developing additional agreements with foreign governments to facilitate removal, repatriation, and information sharing. INS will continue its efforts to evaluate flight risk and community ties more systematically, work closely with EOIR, and monitor aliens in proceedings who are not detained.

Through its deterrence strategy, INS seeks to prevent the presence of illegal aliens and support the integrity of the legal immigration process by assisting employers to comply with Sanctions laws and acting as catalyst to lawful employment, by improving detection of illegal presence and fraud, and by increasing the use of intelligence information, leads, and estimates to identify and develop better cases. In FY 2000, INS will refine methods to track compliance with Sanctions laws independent of enforcement actions.

Continuing the Service Center fraud initiatives of FY 1998, INS will utilize fraud detection strategies and application filing patterns to assist Service Centers and enforcement operations. INS will also continue to emphasize use of prosecutions and asset forfeiture actions in pursuit of major fraud conspiracies.

Another component of the FY 2000 deterrence strategy is the continuing implementation of the multi-year, National Anti-Smuggling Strategy of 1997 and the complement of intelligence activities. In FY 2000, INS will monitor possible shifts in “vertical” smuggling corridors. INS will continue targeted enforcement activities in specific zones, emphasizing smuggling operations linked to significant unauthorized employment or criminal organizations, and connected to border enforcement activities. INS will continue collecting intelligence regionally and sharing it inter-regionally and at the headquarters level. Through fully trained staff dedicated to intelligence activities and appropriate use of technology, the INS will optimize intelligence collection, collation, analysis, dissemination, storage, and retrieval. The INS will establish and reinforce mechanisms to recognize and communicate conditions affecting immigration trends and counter-terrorism initiatives.

Anti-smuggling strategies will be coordinated with border and overseas initiatives to prevent, identify, disrupt and dismantle smuggling, terrorism, and organized crime and related overseas document fraud organizations. Activities toward this end include enhancing and coordinating intelligence and complex, inter-regional investigations, supporting Operation Global Reach, and developing and implementing counter-terrorism strategies and coordinating counter-terrorism effort with the FBI and other national security agencies.

In FY 2000, INS will continue cooperation with federal, State, and local law enforcement entities to protect and preserve the physical integrity of the U.S. from threats posed by terrorism and criminal activity committed by foreign nationals. In this effort, INS will enhance its participation in interagency task forces and the Alien Terrorist Removal Court. INS will continue its INS-lead task force initiative begun in FY 1999, Community Based Enforcement Teams, to respond to shifts in illegal entry at the border, interior transit routes and destinations, local law enforcement referrals, Law Enforcement Support Center (LESC) referrals, community policing initiatives, and identified national or local alien crime problems.

In FY 2000, INS will work in coordination with EOIR to fine-tune the judicial processing system to focus on expeditious identification, processing, and removal of aliens. In cooperation with EOIR and US Attorneys Office, INS will develop joint goals for pursuit of removals, asset forfeiture, and prosecutions involving reentry and criminal violators, and will jointly pursue sentence and fine increases for conspirators.

In FY 2000, INS will continue to focus on criminal investigations against employers who intentionally hire unauthorized workers and therefore profit from illegal migration. Additionally, INS will target employers who are egregious violators of the employment control provisions of the Act and are also involved in other employment-related criminal activities such as alien smuggling and knowingly accepting or providing counterfeit documents.

INTERIOR ENFORCEMENT PERFORMANCE GOALS:

1. In FY 2000, INS increase the total number of non-expedited final order removals from the U.S. to 65,000, including 55,000 criminal removals and 10,000 non-criminal removals. INS will monitor the number of expedited final order removals.
2. In FY 2000, INS will remove 18,100 aliens via the Institutional Removal Program (IRP). Of the deportable inmates released to INS from institutions 44% will be criminal aliens who received a final order through the IRP.
3. In FY 2000, INS will manage a total of 14,118 available bedspaces and monitor the percentage used to detain criminal aliens. Of the 15 Service Processing Centers and contract facilities, 14 will meet American Correctional Association standards.
4. In FY 2000, INS will present principals for prosecution for alien smuggling-related violations and will complete major, inter-regional and/or worksite-related cases in order to disrupt and dismantle smuggling organizations.
5. In FY 2000, INS will track the number of removals from Interior Voluntary Returns under Safeguards (not included in final order removals).
6. In FY 2000, the INS will work in concert with the National Intelligence Community and other Federal Law Enforcement Agencies to leverage and share intelligence information. INS will employ survey instruments to improve intelligence support.
7. In FY 2000, INS will continue to emphasize the prosecution of criminal cases against employers who intentionally hire unauthorized workers or violate other employment related criminal statutes. INS will also maintain the percentage of substantive fines to total fines at 60%.
8. In FY 2000, INS will continue to present cases and principals for prosecution against organizations and facilitators who perpetuate large-scale document and benefit fraud.
9. In FY 2000, in cooperation with the US Attorneys Office, INS will increase the number of fraud, smuggling, and employment conspiracy cases in which asset forfeiture is pursued and number of cases presented for prosecution with forfeiture or a parallel civil forfeiture.
10. In FY 2000, INS will strengthen cooperation with federal, state, and local law enforcement entities to identify and apprehend criminal and terrorist aliens and undertake targeted

operations, including apprehensions related to organized crime, violent gangs, and/or drug trafficking, and the Joint-Terrorism Task Force.

11. In FY 2000, INS activities will have an impact on criminal activity in selected U.S. cities located in the interior of the U.S.
12. In FY 2000, INS will track deterrence related to detection of fraud and smuggling by baselining fraud detection and deterrence and disruption of alien smuggling as measured by various indicators, i.e., shift in smuggling corridors.

INTERIOR ENFORCEMENT PERFORMANCE INDICATORS:

- Removals—criminal and non-criminal aliens
- Quantity and quality of bedspace
- Cases presented for prosecution and fines
- Investigations and cases in which forfeiture actions were pursued or forfeiture authorities were applied against employers, smugglers, and fraud vendors and organizations
- Effectiveness of and apprehensions from INS involvement in interagency and intergovernmental criminal task forces and enforcement initiatives
- Analysis of crime data in selected U.S. interior cities
- Deterrence--fraud detection, intelligence impact, and shift in smuggling corridors
- Maximize effectiveness through use of intelligence - Survey instruments to improve intelligence products and services

COMMUNITY IMPACT

Improve INS' involvement with communities and community-focused groups in the development and implementation of immigration-related policies, practices, and operations.

COMMUNITY IMPACT MEANS AND STRATEGIES:

FY 2000 plans include continuing activities with community-focused and intergovernmental groups at the national, state, local, and community levels; increasing the number of contacts with community-focused groups; and continuing outreach to identify community-focused groups that have not come to INS' attention; and various activities to improve INS' visibility within and responsiveness to the community at-large.

At the national level, INS will continue to meet with and solicit input from organizations and individuals that represent community-focused interests, including (but not limited to) groups such as Amnesty International, the National Council of La Raza, the National Asian and Pacific Legal Consortium, the American Friends Service Committee, Human Rights Watch, the International Association of Chiefs of Police, the American Immigration Lawyers Association, the American Bar Association, the Federation for American Immigration Reform, Consular and Immigration Officials from Mexico, Canada, and other countries; other federal agencies, and officials of state and local governments. National level efforts will also include (1) coordinating and enhancing INS interactions with external groups in order to improve INS policies, procedures, and practices; (2) coordination and staffing for the implementation of the 1997 Citizens' Advisory Panel Report and INS Action Plan; (3) staffing and support for subsequent Citizen Advisory Panels; and (4) development of pilot projects in coordination with INS field offices and local jurisdictions to improve the quality of life in communities.

At the regional and district level, INS will continue to meet with communities, community-focused groups, state and local organizations, and individuals to address community-focused needs and interests at the local level. With the development and implementation of local community relations plans, community relations officers will address and take action on immigration-related issues with direct local impact.

COMMUNITY IMPACT PERFORMANCE GOALS:

1. In FY 2000, INS will improve the dissemination of immigration-related information to individuals who need it.

2. In FY 2000, INS will partner with community-focused groups to improve community quality of life.

COMMUNITY IMPACT STRATEGY:

INS will pursue a multi-level strategy to achieve its performance goals. At the headquarters level, senior INS officials will meet and consult with community and community-focused group representatives in the development and implementation of immigration-related policies, practices, and strategies. At the regional and field level, INS officials, with the assistance of Community Relations Officers, will meet and consult with local community and community-focused representatives to address issues of local concern, through the development and implementation of Community Relations Plans and other activities.

COMMUNITY IMPACT PERFORMANCE INDICATORS:

1. INS will increase customer satisfaction with the dissemination of immigration-related information provided to individuals.
2. INS will provide narrative reports on locally defined improvements in community quality of life achieved through partnerships with local law enforcement, other local public and private entities, and community groups.

INFRASTRUCTURE AND PROFESSIONALISM

Ensure a motivated and diverse workforce that is well trained and empowered to do its job.

INFRASTRUCTURE AND PROFESSIONALISM MEANS AND STRATEGIES

In FY 2000, INS will continue to develop its institutional infrastructure to sustain the enormous growth in workforce over the past several years. Infrastructure expansion has generally not kept pace with the growth of our services/benefits and enforcement missions. INS will focus on reducing backlogs of advanced training, facilities construction, facilities maintenance and repair, and vehicle replacement, all of which prevent the INS workforce from performing effectively. Professionalism and motivation in the workforce will be improved through more effective management of diversity in the workforce, and through more flexible career development and geographic mobility strategies. Across all of its management areas, INS will continue to review and assess policies, procedures, and operations to identify opportunities for improvements in efficiency and effectiveness.

1. Effective Workspace and Facilities

Because of INS' rapid growth in recent years, INS has not been able to sustain its workforce with adequate, secure space or to keep existing facilities in good repair. While some new space will be added in FY 2000, little progress will be made on the gap between number of employees and capacity of facilities.

INS is required to implement and sustain secure work environment for all employees in compliance with Federal Security Standards. Of the current 417 INS locations only 32 are fully compliant with Federal Building Security requirements. In FY 2000, INS will increase compliance with Federal Building Security requirements to 23% (approximately 99 locations will be fully compliant).

2. Transportation Quality

INS will ensure that a reliable vehicle fleet exists by moving onto a replacement schedule closer to the Federal Property Management Regulation standards. The standards suggest replacing sedans and light trucks on a 4-year cycle; INS expects to move to a 7-year cycle in FY 2000 from the actual 8.3-year cycle achieved in FY 1998. INS is also continuing projects to improve fleet management and operations: replacement of the fleet module of the Asset Management Information System; centralization of vehicle retrofitting; and arrangements for major maintenance and rebuilding of interurban busses.

3. Healthful Work Environment

INS will ensure safe and healthful working conditions for all INS employees by maintaining an effective, efficient and comprehensive environmental occupational safety and health program, consistent with applicable Federal statutes and regulations. INS will continue site visits, training, analysis and review to identify opportunities for improvement of processes and attitudes and reduction of costs associated with work-related injury.

4. Workforce Diversity

In FY 2000, INS will improve the quality and effectiveness of its workforce by recruiting extensively for minorities and women, and by managing diversity in its workforce so as to create a productive, motivated workforce that benefits from the variety of backgrounds and perspectives that diversity brings. A diverse workforce, which includes minorities, women, and those with disabilities, is better able to deal with the varied population with whom INS works, includes more qualified employees because of wider consideration of possible applicants, and can perform more capably by making use of different perspectives.

INS has made significant progress in the past several years in increasing diversity in its workforce. Paradoxically, this progress has led to greater challenges in managing a diverse workforce for maximum effectiveness, and increased claims of discrimination based on non-merit factors. Failure to make the work place more responsive to the increases in diversity will reduce INS' ability to attract and retain high performance employees.

In FY 2000, INS will focus attention on changing attitudes to promote a working environment that values diversity so as to eliminate artificial barriers to hiring, mobility, advancement, and productivity. INS will also strive to reduce incidents of employment discrimination through proactive training and clarification of policies, by responding quickly to complaints of discrimination, and by using alternative means to resolve complaints at the lowest possible level.

5. Workforce Professionalism

In FY 2000, INS will continue to improve the professionalism and motivation of its workforce through reduction of advanced training backlogs and effective response to changing needs both geographically and programmatically.

With the unprecedented growth occurring within the INS, a substantial backlog in advanced training has developed and continues to grow. In FY 2000, 126 advanced training classes will be scheduled to train approximately 3000 journey and senior-level employees. Other training options will also be used to supplement formal on-site classes to reduce advanced training backlogs.

By FY 2000, the INS Deployment Planning System (INSDPS) will be used to assess relative workload and staffing to District and Sector level of specificity. This will allow INS to identify and respond to geographic and programmatic changes in workload.

6. Integrity and Accountability

INS will improve economy, efficiency, and effectiveness in all Service operations by deterring employee misconduct, conducting reviews and special studies to identify opportunities for change, and reducing the average time to make recommended changes.

INFRASTRUCTURE AND PROFESSIONALISM PERFORMANCE GOALS

In FY 2000, INS will improve effectiveness of workspace and facilities through:

- Reduction in the gap between number of employees and capacity of facilities.

- Increased compliance with Federal building security requirements to 23%.

In FY 2000, INS will improve reliability and efficiency of its vehicle fleet through:

- Reduction in the average maintenance cost per mile

In FY 2000, INS will improve health and safety of the INS work environment through:

- Improved compliance with health and safety policies and guidelines for INS work environment. (Improvements to be reported based on-site visits and analyses).
- Decrease in medical attention claims in Workers' Compensation to 18.0 per 100 employees
- Decrease in OSHA citations to 126.

In FY 2000, INS will improve both diversity in its workforce and attitudes toward diversity through:

- Increased hiring and advancement of women and minorities.
- Improved compliance with the 180-day requirement for the initial processing of EEO complaints
- Improved productivity and motivation of the workforce by promoting an environment that values diversity (Baseline)

In FY 2000, INS will improve professionalism and motivation of its workforce through improved recruiting, retention, development, and deployment. Specifically, INS will maintain:

- Baseline desirability of INS as an employer
- Baseline rate of Officer Corp attrition
- Advanced training for approximately 3000 Officer Corp employees

In FY 2000, INS will improve efficiency and effectiveness of Service operations through:

- Decrease of 10% in the average time to complete corrective actions associated with recommendations made by external and internal review organizations.

INFRASTRUCTURE AND PROFESSIONALISM PERFORMANCE INDICATORS

Gap between number of employees and capacity of facilities

Percent compliance with Federal building security standards

Average maintenance costs per mile

Improvements in health and safety compliance (Report)

Medical attention claims in workers' compensation per 100 employees

Number of OSHA citations

Number of women and minorities hired (percent of total hires)

Number of EEO complaints over 180 days old

Improved environment for diversity

Percent of INS employees who rate INS as a desirable organization in which to work.

Percent attrition rate of Officer Corps personnel.

Number of employees provided with advanced training

Average time to complete corrective actions